

Hospital Area Development Assessment

ADOPTED BY THE HIGH POINT CITY COUNCIL JULY 18, 1996

April 1996

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Housing Area Development Assessment



Recommended on May 28, 1996 by the High Point Planning and Zoning Commission

Adopted on July 18, 1996 by the High Point City Council

Prepared by the Department of Planning and Development with the assistance Of the Hospital Area Development Assessment Citizens Committee

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INTRODUCTION

In the early 1980s the High Point City Council anticipated the need to provide space for medical offices and hospital related facilities. Consequently, a new zoning district was established in 1983 to accommodate office and institutional expansion. That zoning district encompassed nearly 78 acres generally along the Lindsay Street corridor. One year later, the High Point Memorial Hospital (now the High Point Regional Hospital) expanded considerably and has since created a tremendous impact on the surrounding area. Substantial non-residential development has occurred over the last ten years within the office zoning district, and the surrounding neighborhood is now also beginning to experience development pressures. As a result, it was determined that an updated land use study was necessary. The Hospital Area Development Assessment is an effort to reexamine and reevaluate the 1992 Citywide Land Use Plan and existing zoning districts, to determine what amendments, if any, are appropriate to help ensure quality and orderly growth.

The Hospital Area Development Assessment sets forth principles for the Planning and Zoning Commission, the City Council, other governmental agencies, and the general public to use in guiding development. This Assessment (Plan) serves as a tool which enables decisionmakers on all levels to be proactive and to comprehensively direct development rather than react to it in a piecemeal fashion. The Plan should serve as a protection for development interests and provide an assurance for neighborhood residents that development will occur in a planned, orderly manner.

In order to receive input from concerned interests in the area, the Plan was prepared with the assistance of a Planning Committee which was comprised of residents of the neighborhoods, members of the medical community, and absentee property owners. The planning process included eight planning meetings at which the committee discussed issues, strengths, goals, and preferred land use patterns within the study area. The committee's goal was to achieve consensus on the preferred development guidelines.

Specifically, the Hospital Area Development Assessment examines land use patterns, housing conditions, transportation issues, pedestrian circulation, and public facilities and makes recommendations on how to overcome problems and improve the quality of development in the study area. However, because land use is such a critical factor in determining the character of an area, a preferred land use plan outlining the locations for office, residential, and commercial uses is the primary focus of this Plan. The preferred land use plan will provide direction when land use and zoning requests are proposed to the governing body of High Point. We must note here that this Plan does not make any zoning changes, but only makes recommendations on land use policy.

Plans provide guidance in an ever changing community. Plans are adopted policy, they are not law. They provide more certainty for public and private investments by establishing the long-range, desired land use and development patterns for an area. They also indicate governmental awareness, responsibility, and involvement in the growth and improvement of the community. Plans are meant to be followed. However, plans also must be able to accommodate change and be open for revision if warranted. The Hospital Area Development Assessment accounts for past development trends and

anticipates future needs. This Plan should guide development throughout the 1990s and well into the next century.

PLANNING AREA BOUNDARIES

The Hospital Area Development Assessment area is generally bounded by West Parkway Avenue on the north, North Elm Street on the east, English Road on the south, and Locke Street and Council Street on the west. The area contains approximately 240 acres (see Map 1).

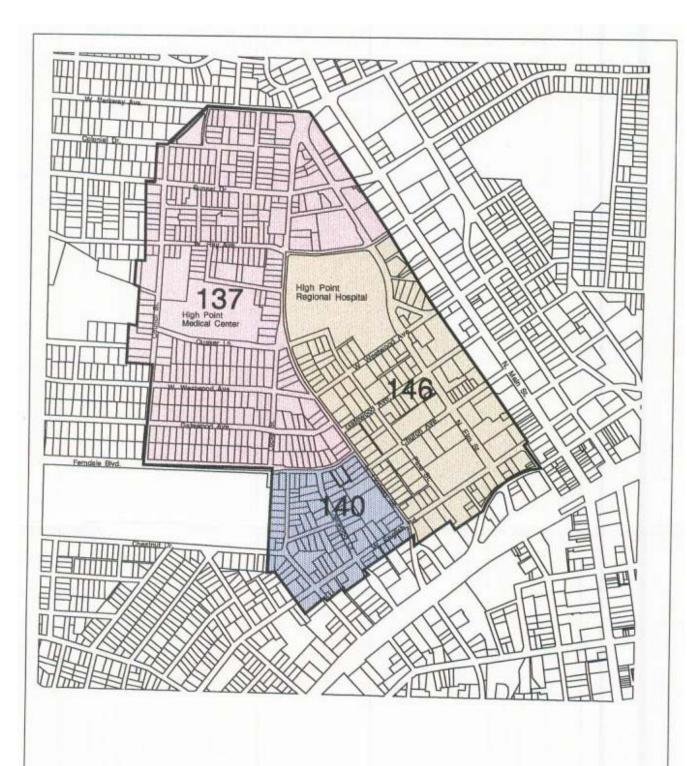
SUMMARY OF POPULATION AND HOUSING STATISTICS

The study area is comprised of portions of Census Tracts 137, 140, and 146 (see Map 1). The US Census groups data into several different geographic segments within each Census Tract. Therefore some population and housing statistics directly correlate with the study area boundaries, while some interpolations were required for more detailed and sensitive statistics.

According to the 1990 Census, nearly 1,300 people reside within the study area boundaries. Population within the study area comprises approximately 1.8 percent of High Point's total population. Overall, the study area has a significantly older population than the City of High Point. The 1990 Census data reveals that 33 percent of the area population is age 65 or older, compared to 14 percent for High Point for the same age category. Conversely, relatively few children reside within the area: 13 percent for the study area compared to 24 percent for High Point. In 1990, the median household income for the study area was approximately \$20,685 as compared to \$25,032 for High Point. (Median indicates that half of the households make more and half make less than the figure.) Nearly 63 percent of study area households earn less than \$25,000 per year.

The majority of housing in the study area (58 percent) is comprised of single family detached homes, with the multi-family dwellings of 2 or more units comprising the rest. An analysis of more recent ownership patterns in the study area indicates that the majority of single family dwellings are owner occupied (approximately 68 percent). There is, however, a significant incidence of rental single family housing which is concentrated in the northern portion of the study area.

Several implications can be drawn from the fact that the population within the study area tends to be older. Potentially significant turnover in the housing stock may begin to occur. The incidence of rental single family housing often occurs as the population ages and people leave their homes, but are still able maintain ownership of the property. Because neighborhoods in this study area are on the fringes of a growing office district, requests for changes in land use and rezoning are likely to continue to occur as absentee owners and others seek opportunities for financial gain from their property. This Plan should provide guidance for property owners and development interests on preferred future land use patterns for the study area.



Study Area
Parcel Lot Line

Census Tract *

137 140 146



lot to Scale

February 1996

Map 1

1990 Census Tracts
* Portions within Study Area Boundaries

ZONING AND LAND USE

Goals

- Establish appropriate land use boundaries which preserve the integrity of established residential neighborhoods while providing for the growth of needed medical facilities in an orderly fashion.
- Establish appropriate design guidelines for transitioning and buffering of land uses and ensure that such guidelines are uniformly enforced.

Current Conditions

The study area is characterized by a mixture of zoning classifications and corresponding land uses. The majority of the area is zoned for office and residential uses, with some institutional and commercial portions. Two of High Point's most significant public facilities are located in the study area - the High Point Regional Hospital, and the Public Library. Central High School and Ferndale Middle School are nearby. Other prominent uses within the study area include the High Point Medical Center, the High Point Enterprise, the old Adams-Millis factory, and the Oakwood Court neighborhood with designation on the National Historic Register (see Map 2, and Map 3).

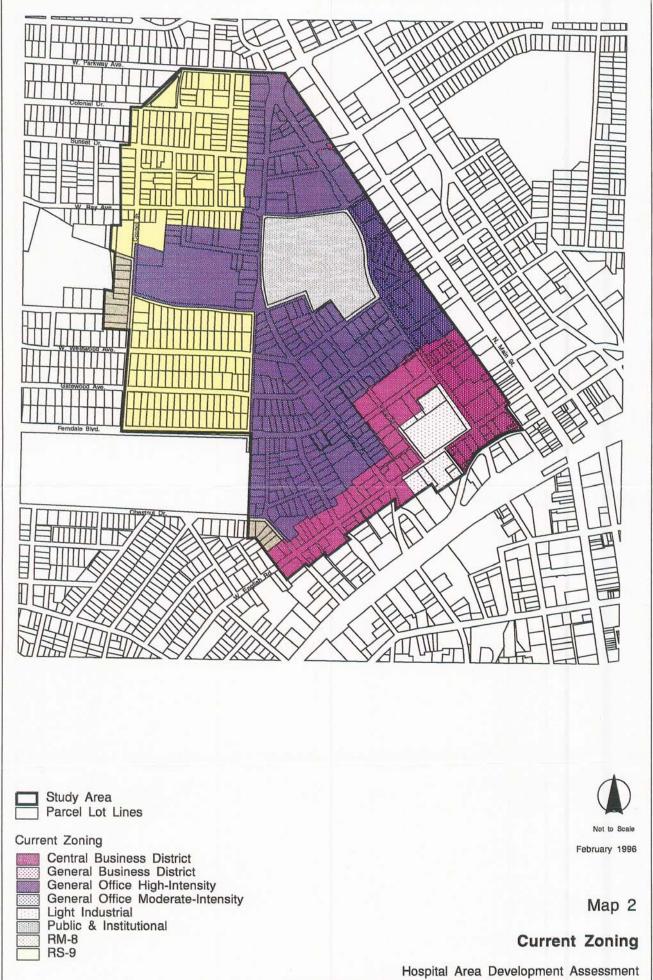
As mentioned earlier, in 1983 the City of High Point completed a rezoning of a significant area around the hospital to allow for expansion of office and institutional land uses. It is not surprising that since then the area immediately adjacent to and surrounding the High Point Regional Hospital has converted from primarily a residential area to an area dominated by medical office uses. Medical related offices are the dominant use having expanded in that area by approximately 89 percent with nearly 50 acres devoted to those types of uses (see Map 4).

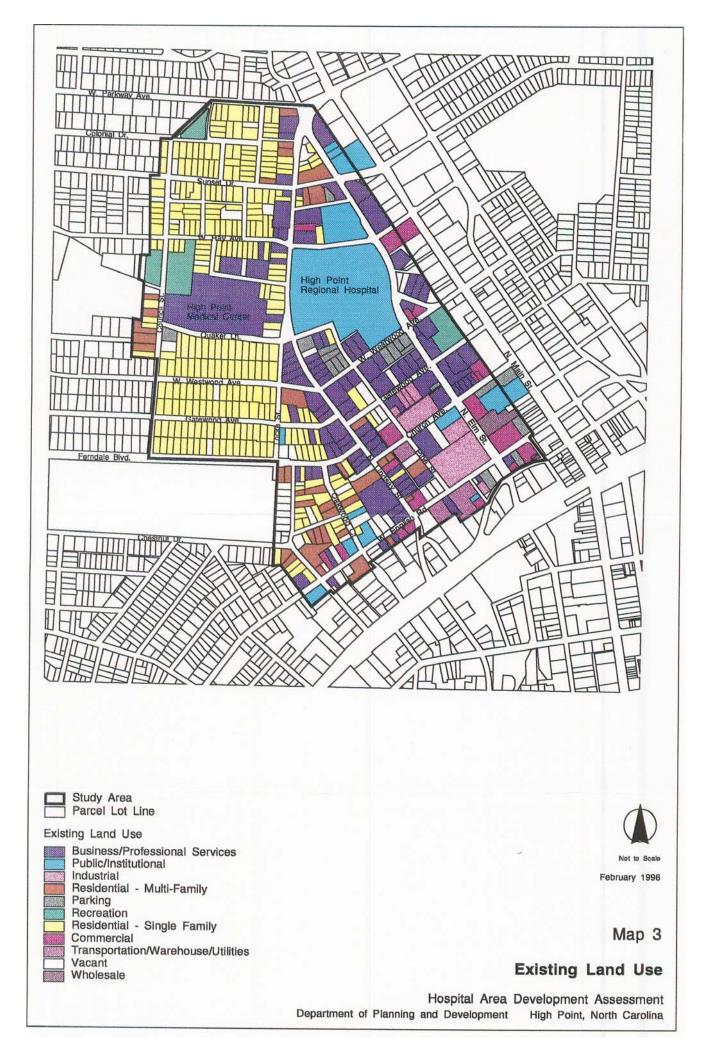
Despite such tremendous growth in the office district, it is estimated that approximately 25 acres are currently not developed as office or institutional, but either remain residential or some other land use. The largest underdeveloped area is located west of Lindsay Street between Gatewood Avenue, Ferndale Avenue, Oakwood Court, and Newton Place.

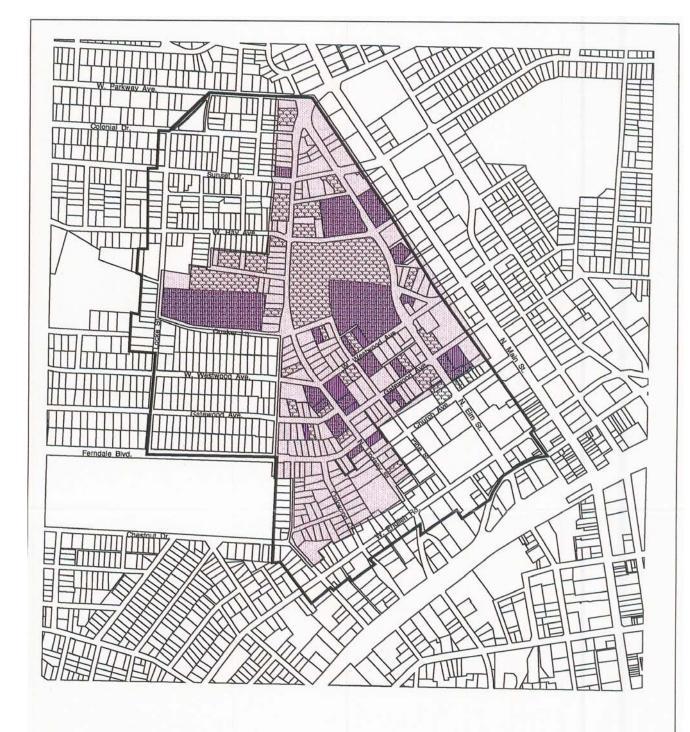
Another large site is located between Elm Street, Sunset Drive and Lindsay Street in the northern portion of the planning area. Smaller sites are scattered throughout the office district.

General business zoning is concentrated along the English Road corridor and comprises approximately 15 percent of the study area. General business uses are limited, however, and are thinly dispersed throughout the portion of the area which is east of Locke Street.

With the close of the Adams-Millis factory complex, manufacturing is virtually nonexistent in the area, except for newspaper production at the High Point Enterprise building on Church Street.







Study Area
Parcel Lot Lines

Existing Land Use

Medical & Health Services

1983 Study Area

1983 Land Use

Medical & Health Services



Not to Scale

February 1996

Map 4

Medical Land Use Comparison

Two established, yet distinct, residential neighborhoods comprise a significant portion of the planning area. The Sheraton Hills neighborhood is located north of the High Point Medical Center and the neighborhood known as Central Emerywood is located south of the High Point Medical Center. Multi-family housing is concentrated in the southern portion of the area around Oakwood Court. Some newer, infill multi-family uses exist on Council Street near the Medical Center.

Recreational opportunities are often lacking in older neighborhoods. Fortunately, several recreational facilities are established within this study area. Two public parks and a YWCA are available to neighborhood residents and others. The Sheraton Hills Swim Club is a private facility available for those residing in that neighborhood.

Issue

• Lack of consensus regarding appropriate land uses, with particular concern about trends relating to demand and location of medical facilities

The continued expansion of office development, particularly medical related, is a major issue. Recently rezoning requests and inquiries have increased in the Sheraton Hills neighborhood west of Lindsay Street. Because the 1992 Citywide Land Use Plan for the area does not propose office within the Sheraton Hills neighborhood, many residents feel vulnerable to unplanned changes, and believe office expansion is progressing in a piecemeal fashion. Loss of the character and quality of their neighborhood is a concern. Maintaining sound residential structures while allowing for the redevelopment of dilapidated or underutilized structures is an issue. A balance must be struck between maintaining neighborhood character by encouraging repair, maintenance and homeownership opportunities, and allowing for expansion of uses and redevelopment of structures which are in poor condition.

The trends regarding the demand and location of medical facilities is a difficult matter to address. There is concern that medical facilities are expanding faster than anticipated. It is agreed upon that medical facilities provide a public service. However, the medical field is undergoing change and there is still uncertainty as to how that will affect the provision of health care in the near future. Trends indicate that primary health care providers are decentralizing and locating in suburban locations, while specialists continue to locate near larger facilities, like the High Point Regional Hospital. Potentially, some primary care physicians may relocate to suburban locations leaving vacancies for specialists who may want to be near the hospital. Overall, residents are concerned about possible encroachment of ancillary facilities on their neighborhood in the short term, as well as not knowing the extent of expansion in the long term.

Recommendations

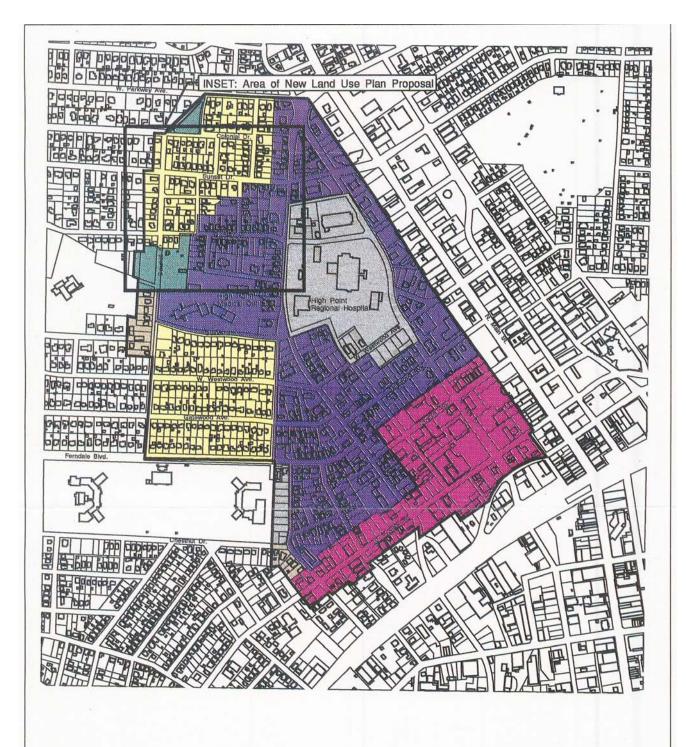
- 1. Develop the area in accordance with proposed land use maps: (see Map 5--Proposed Land Use Plan Designations, Insets A--Area of New Land Use Plan Proposal, and Inset B--Current Land Use Plan Designations).
- 2. Expand office use by approximately 7 acres generally along both sides of W. Ray Avenue from existing office uses on the west side of N. Lindsay Street to Delmont Street and along the south side of Sunset Drive from N. Lindsay Street to Carrick Street.
- 3. Expand low-density (single family) residential use by approximately 3 acres generally between W. Ray Avenue and the alley to the rear of the dwellings fronting on the south side of Sunset Drive from Delmont Street to Council Street.
- 4. Increase recreation/open space land use by approximately .3 acres by including a vacant parcel owned by the Sheraton Hills Swim Club on the south side of W. Ray Avenue in this land use category.
- 5. Encourage new office development in the Elm Street/Church Street/Pine Street area.
- 6. Limit future office expansion west of Lindsay Street to sites designated in this land use plan.
- 7. Advocate for the creative reuse or redevelopment of the Adams-Millis complex. Given the size of the existing structure, a mixed-use project which combines office, retail, services, and recreational uses may be feasible. The Economic Development Corporation should consider creative financing mechanisms or possibly public/private partnerships to enhance the attractiveness of the facility.

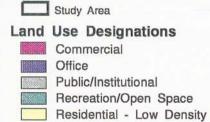
Issue

Lack of consensus on appropriate buffering and transitioning of land use

The potential for uncharacteristic and visually offensive development caused by incompatible architectural design, scale, character, building materials, setback requirements, landscaping, parking facilities, and signage is a concern for residents. The quality of the built environment often has as much, if not more, impact on an area as the type of use. Visual quality often has a direct correlation on the value of properties as well. Residents are concerned that current regulations are insufficient to account for potential detrimental effects of non-residential development adjacent to residential neighborhoods. Consideration of transitional land uses between developments of varying intensity is also an issue.

The potential development of office uses on Carrick Street is a specific concern to area residents. Residents fear that office development will spread to Sunset Drive. During the planning process, it was determined that office development in the Sunset Drive area is unwarranted at this time, and would cause severe detrimental impact on the





Residential - Medium Density



Not to Scale

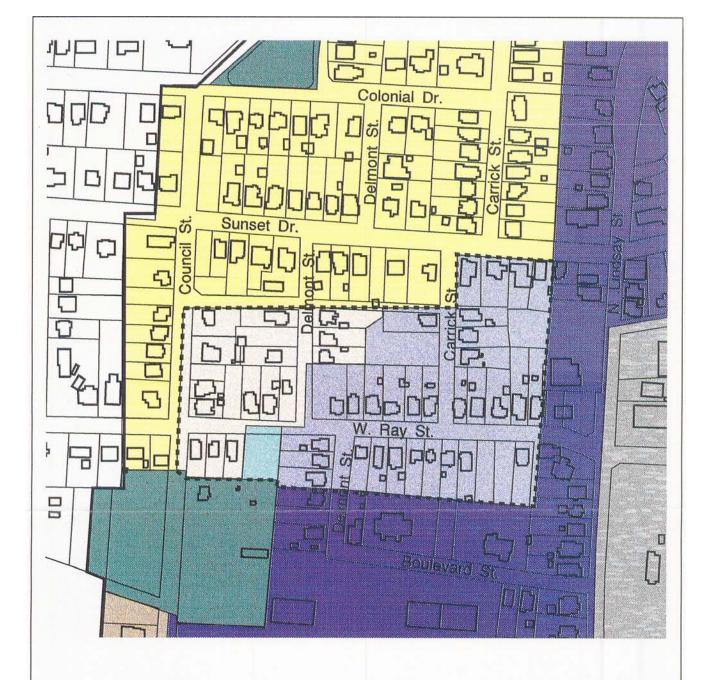
July 1996

Map 5

Proposed Land Use Plan Designations

Hospital Area Development Assessment

Department of Planning and Development High Point, North Carolina



--- Area of New Land Use Plan Proposal

Study Area	
Land Use Designations	
Current Plan Office Public/Institutional Recreation/Open Space Residential - Low Density Residential - Medium Density	New Plan Proposal Office Recreation/Open Space Residential - Low Density



July 1996

Inset A

Proposed Land Use Plan Designations



Current Land Use Plan Designations in Land Use Plan for High Point and its Environs, Adopted January 2, 1992

Study Area	
Land Use Designations	
Current Plan	
Office	
Public/Institutional	
Recreation/Open Space	
Residential - Low Density Residential - Medium Density	



March 1996

Inset B

Current Land Use Plan Designations

Sheraton Hills neighborhood. It is, therefore, resolutely necessary to apply additional development standards to those properties along Carrick Street. Recommendation two (2) below spells out the standards which are necessary in order to ensure quality development with the least amount of detrimental impact on the surrounding neighborhood.

Recommendations

- 1. Establish policies or consider an amendment to existing regulations which could include the creation of a zoning overlay district for the entire office expansion area along W. Ray Avenue, Sunset Drive and Carrick Street. These policies or amendments would:
 - Limit building height for new construction to two(2) stories;
 - Establish use of compatible building materials;
 - Promote compatible building style, scale, character and signage;
 - Require an adequate buffer between new office uses and adjacent areas designated for low-density residential (single family) use;
 - Discourage location of off-street parking for new office uses in areas adjacent to properties designated for low-density residential (single family) use; and
 - Promote the use of similar year-round landscaping materials.
- 2. Require new construction on Carrick Street and Sunset Drive to have building orientation and vehicular access to W. Ray Avenue. This would require new office development to gain access from W. Ray Avenue or from Carrick Street only. Assess from Carrick Street would require closing of this street to through traffic at some point south of Sunset Drive, thereby preventing non-residential traffic through Carrick Street to Sunset Drive.
- 3. Require any developer requesting office zoning on the south side of Sunset Drive to acquire and assemble the first four(4) parcels on Sunset Drive east of Carrick Street.
- 4. Require any office development on Sunset Drive to maintain a residential front yard setback consistent with the other residences along Sunset Drive. Landscaping shall be provided within the front yard setback.
- 5. Monitor and enforce planting yard requirements for duration of each specific development.
- 6. Encourage the use of natural buffers between office, transitional, and residential areas during the site planning process. When screening with live plants, species with year-round dense foliage should be selected.

HOUSING AND NEIGHBORHOOD DEVELOPMENT

Goals

- Enhance the quality of housing and increase opportunities for homeownership.
- Preserve and enhance property values in the entire study area, especially residential properties.

Current Conditions

The type and condition of the housing stock is diverse. The median age of homes in the Sheraton Hills neighborhood is approximately 70 years, as a majority (approximately 69 percent) were built prior to 1930. Homes south of Quaker Lane in the Central Emerywood neighborhood are somewhat newer with the median age being approximately 46 years. Most of the Central Emerywood homes were built in the 1940s and early 1950s. Many of the homes in the Oakwood Court area were built around the turn of the century.

Generally, homes are well-maintained in these neighborhoods. However, given the age of the structures, many need ordinary repair work on a regular basis. Homes showing signs of deterioration do exist and are generally concentrated in the W. Ray Avenue area of the Sheraton Hills neighborhood and the Oakwood Court area. Deteriorating and underutilized residential and non-residential properties occur in the Gatewood Avenue, Pine Street, and English Road areas. The value of individual properties as well as neighboring properties can be affected by deteriorated building conditions.

Ownership patterns indicate an incidence of rental housing. Rental single family housing accounts for approximately 28 percent of all housing units, while multi-family housing (including duplexes) comprises approximately 13 percent of all housing units. Residents are particularly concerned about trends indicating single family homes are converting to rental housing.

The City of High Point recognizes the importance of furthering homeownership opportunities. Currently, one city-wide homeownership assistance program is administered through the Community Development and Housing Department. The down-payment assistance program offers money for specific costs associated with buying a home. It is available to first-time buyers with moderate incomes, in addition to other requirements. The goal of this program is to increase homeownership within the City of High Point. Local real estate companies and financial institutions are aware of this financial assistance tool.

Issue

 Lack of maintenance by residential property owners resulting in declining property values

Deterioration of the housing stock is a concern for both residential and non-residential property owners in the study area. Maintaining good housing adjacent to office developments is a concern for area residents. A majority of homes tend to be affordable for moderate income households, which are often first-time homebuyers. There is a concern that homeownership is declining in the area.

Recommendations

- 1. Support the official establishment of neighborhood organizations like the Sheraton Hills Neighborhood Association and the Central Emerywood Preservation District. In order to be effective and mutually beneficial, the City should recognize, interact and build working relationships with them. This can be done by providing a city-appointed liaison to the organization. For instance, the Planning Department could use organizations as a source for information and as a central point to disseminate information regarding development and rezoning proposals. Community-based organizations can build interaction and cooperation among residents and the larger community.
- 2. Encourage and support the establishment of a city-wide loan pool or grant program for home repair and rehabilitation projects to be administered by the High Point Community Development and Housing Department.
- 3. Aggressively enforce High Point's building codes, and encourage all property owners to assist the city with building code enforcement by informing the Inspections Department of homes with questionable safety conditions.
- 4. Encourage homeowners or neighborhood organizations to help market and promote their respective neighborhood to real estate companies and prospective homebuyers.
- 5. Encourage private institutions to assist homeowners in upgrading homes through low interest loan and financial counseling programs. Market these programs throughout the community.
- 6. Provide and promote property maintenance workshops for homeowners and landlords through the Community Development and Housing Department.
- 7. Continue to provide and promote city sponsored homeownership assistance programs for first-time homebuyers.
- 8. Encourage and support the establishment of city-wide self-help programs like the Operation Paintbrush, and Project Deadbolt which are offered by the City of Greensboro.

Issue

• Uncertainty about the economic impact of medical facilities in study area, especially on residential properties

As office development continues to expand, residents of adjoining neighborhoods are becoming concerned about the potential for detrimental economic impact on property values. Also, there is a need to preserve the economic viability of the entire study area. Underutilized properties have greater chances of being allowed to deteriorate through neglect and would thereby have a negative impact on surrounding properties as well.

Recommendations

- 1. Promote visual compatibility of all new residential and non-residential development, especially considering height, scale, and architectural features of the surrounding area.
- 2. Encourage good site planning and design; consider establishing an on-site review procedure for planners who administer site plan regulations.
- 3. When suitable, additional landscaping and buffering could be suggested during site plan review.

TRAFFIC, CIRCULATION, AND PUBLIC FACILITIES

Goals

- Develop an adequate and safe thoroughfare system which alleviates traffic congestion and eliminates storm water drainage problems in the area.
- Expand the development of sidewalks and street lighting to increase safety and interaction and to establish a unifying character among neighborhoods and office developments.

Current Conditions

The hospital area is bordered by two major thoroughfares, Elm Street on the east and English Road on the south. Lindsay Street is a major thoroughfare which bisects the study area. All other roadways within the area are classified as local streets. Currently, Lindsay Street provides access to most of the major traffic generators in the area including the High Point Regional Hospital, High Point Medical Center, the Bethany Clinic, and numerous professional offices. It also provides access to the residential neighborhoods. It should be noted that many of the office and institutional developments draw business from outside of the study area, thus increasing traffic on many streets within the immediate vicinity.

Issue

• Concern about adequacy and safety of streets, sidewalks, lighting, and storm sewers for existing and future development

Traffic and Circulation

At this time, Lindsay Street is the only major thoroughfare operating at or above design capacity. The High Point Transportation Department is aware of traffic congestion and safety issues on Lindsay Street and has slated the road for a widening project on High Point's adopted Thoroughfare Plan. The Thoroughfare Plan identifies future city-wide roadway improvement needs. The Lindsay Street widening project is currently in the preliminary stages for gaining funding, and has not been timed for construction.

Because the proposed land use plan designates an expansion of office development along W. Ray Avenue, Lindsay Street will bear much of the additional traffic potentially generated by new developments. Also, visibility of oncoming traffic is difficult at the corner of Lindsay Street and Sunset Drive.

Adequate pedestrian circulation is an issue throughout the area. The existence of numerous curb cuts along major thoroughfares tends to cause undue traffic congestion and unsafe conditions for pedestrian and vehicular traffic. Sidewalks exist along the major thoroughfares, however they are not continuous on many of the local streets, especially within the residential neighborhoods. It appears that sidewalks were developed many years ago, but some portions were likely demolished when the structure on the attending property was demolished. The sidewalks were not replaced and cause a disruption in the pedestrian linkage along the street. Some continuous sidewalk connections have been broken due to newer office developments along Lindsay Street as well. Pedestrian connections between major office and institutional developments also appears to be lacking. Sidewalks do not exist in the Central Emerywood neighborhood.

Sidewalks enable residents to walk safely within their community. Pedestrian facilities include sidewalks, walkways, crosswalks, wheelchair ramps, and bikeways which increase pedestrian safety, accessibility, and efficiency.

Public Facilities

Storm water flooding is currently a concern for area residents and office developments. Specific problems already exist on the High Point Medical Center property. Sporadic flooding after heavy storms is often cited in the Lindsay Street area near W. Ray Avenue and Sunset Drive. The High Point Public Works Department is aware of these issues. Storm water drainage improvements have been necessary near the Regional Hospital in order to alleviate flooding problems. There is concern that the existing storm water drainage system is not adequate to handle increased usage as development expands in the area.

Provision of adequate and quality street lighting is an issue throughout the area. Street lights enhance safety, and if coordinated can help create a unifying character among neighborhoods and other land use developments. Other ways in which a unifying

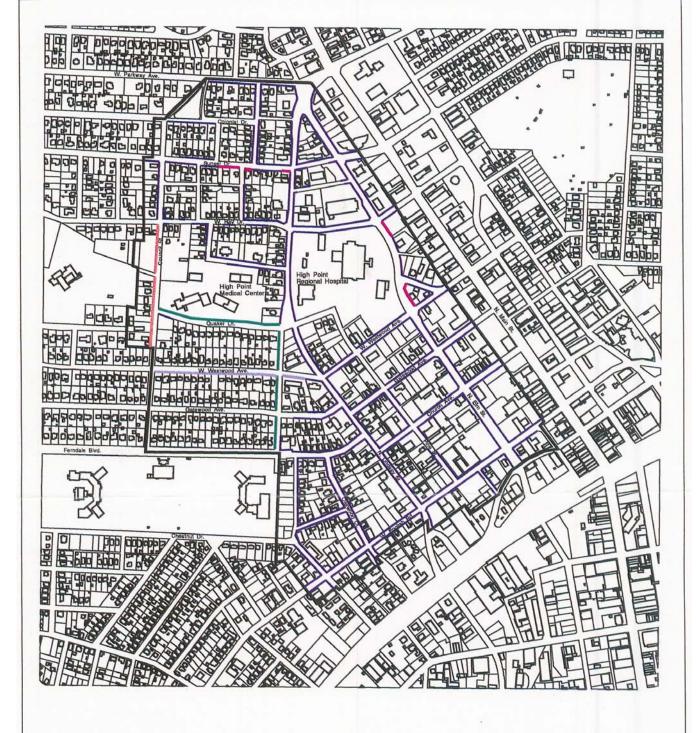
character can be created among neighborhoods is to provide uniquely designed street name signs, or landmark neighborhood name signs at entrance points to a neighborhood.

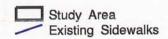
Recommendations

Traffic and Circulation

- 1. Continue to monitor traffic capacity throughout the study area as development expands, especially Lindsay Street.
- 2. Widen Lindsay Street in accordance with the City of High Point's adopted Thoroughfare Plan.
- 3. Encourage coordinated development proposals among existing and new properties in order to provide opportunities for shared driveway access points and common parking areas. This can be achieved during rezoning requests.
- 4. Limit the number of curb cuts along major thoroughfares and promote the use of collector streets for access points. This can be achieved during rezoning requests.
- 5. Develop or extend public transportation facilities when streets are improved, especially along major thoroughfares.
- 6. Monitor traffic circulation and consider traffic management practices in the W. Ray Avenue area if warranted by increased traffic from expanded office uses.
- 7. Connect and maintain sidewalks within the study area. Priority improvement projects include connecting sidewalks on Elm Street and along Sunset Drive within the Sheraton Hills neighborhood. These sidewalk improvements would provide a continuous pedestrian facility to new and existing developments along Elm Street. They would also establish linkage to important neighborhood facilities including the Sheraton Hills Swim Club, the Council Street Park, the Triangle Park, the High Point Medical Center and all areas east of Lindsay Street (see Map 6).
- 8. Give priority to constructing new sidewalks on at least one side of the street in the established residential areas along Westwood Avenue and Council Street. Sidewalks would provide linkage to several public facilities including Ferndale Middle School and Central High School, Council Street Park, and Sheraton Hills Swim Club (see Map 6).
- 9. Encourage the High Point Medical Center, the Regional Hospital, the Bethany Medical Building, and other medical offices to design and develop a lighted walkway system between each development. This would provide a unified, coordinated and contiguous pedestrian access for employees and clients.
- 10. Include sidewalks and/or crosswalks in all public roadway improvement projects.

Public Facilities





Recommended Sidewalk Improvement Projects

First Priority
Second Priority
Third Priority
Other Important Improvements



Not to Scale

March 1996

Map 6

Sidewalks

- 1. Emphasize an area-wide solution to storm water drainage problems, rather than on a development by development basis.
- 2. Include street lighting in all roadway improvement projects.
- 3. Encourage a systematic street light improvement program throughout the study area to enhance pedestrian safety, and promote consistency of design.
- 4. Consider developing a street name sign program which establishes a unique and consistent design for street name signs within study area neighborhoods.